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Strengthened and unified security management system for the United Nations

Report of the Secretary-General*

Summary

In resolution 59/276 (XI), by which the General Assembly established the Department of Safety and Security, the Secretary-General was requested to report to the Assembly at its sixtieth session on the implementation of the resolution. An interim report was submitted by the Secretary-General (A/60/424) and was considered by the Advisory Committee on Administrative and Budgetary Questions in its report (A/60/7/Add.9). Consideration of the report by the Assembly was, however, deferred to the sixty-first session. Accordingly, the present report provides updated information on the progress achieved in establishing a strengthened and unified security management system for the United Nations, both at Headquarters and in the field, as proposed by the Secretary-General (A/59/365 and Add.1) and approved by the Assembly. It also identifies those areas where additional work is needed to ensure that the Department is in a position to manage new requirements identified over the past 18 months and to respond to unforeseen emergency situations, and is submitted in compliance with paragraph 56 of resolution 59/276 (XI), whereby the Assembly requested the Secretary-General to examine the possibility for further integration and rationalization of the security management system and to report thereon to the Assembly at its sixty-first session.

* The report is submitted at the present time owing to the need for extensive consultations with offices.

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I. Introduction

1. In its resolution 59/276 (XI), the General Assembly decided to establish a Department of Safety and Security so as to provide a strengthened and unified security management system for the United Nations. In compliance with that resolution, the Secretary-General submitted an interim report to the Assembly at its sixtieth session on progress achieved in implementation of the resolution (A/60/424). The present report is submitted to provide updated information on the implementation of resolution 59/276 (XI).

2. While emphasizing in resolution 59/276 (XI) that the primary responsibility for ensuring the safety and security of United Nations-system staff and premises rests with the host country, the General Assembly reinforced security operations in all locations and decided to establish a unified capacity for policy, standards, coordination, communications, compliance and threat and risk assessment. The resolution also brought the security management components of the former Office of the United Nations Security Coordinator, the Security and Safety Service at Headquarters, as well as such services at offices away from Headquarters and the regional commissions, and the civilian security component of the Department of Peacekeeping Operations into a single security management framework.

3. The Department has been striving to achieve objectives including: (a) to support and enable the effective conduct of United Nations activities by ensuring a coherent, effective and timely response to all security-related threats and other emergencies; (b) to ensure effective risk mitigation through the establishment of a coordinated security threat and risk assessment mechanism within the framework of a common, system-wide methodology; (c) to develop high-quality, best-practice security policies, standards and operational procedures across the United Nations system, including the appropriate degree of standardization; (d) to support implementation and monitor compliance with those security policies, standards and operational procedures; and (e) to ensure the most cost-effective provision and employment of security personnel by taking advantage of economies of scale and through centrally directed recruitment, selection, training, deployment and career development.

II. Progress within the Department of Safety and Security

A. Executive direction and management

Office of the Under-Secretary-General

4. The Under-Secretary-General has devoted much of his time to directing and managing operational requirements in crisis situations, including cases of hostage-taking and evacuations, overseeing the integration of the various security structures, visiting field locations, consulting with executive heads of United Nations agencies, funds and programmes and participating in and contributing to policy committees, task forces and high-level panels. He has also participated in meetings of intergovernmental and inter-agency bodies, international conferences and regional events.

5. Bearing in mind the responsibility of host countries in ensuring the safety and security of United Nations-system staff and premises, the Under-Secretary-General has intensified his contacts with Member States, both through their permanent missions to the United Nations and through direct contact with various responsible host-country authorities, in order to increase cooperation, improve lines of communication and guarantee necessary support.

6. The Office of the Under-Secretary-General is now fully staffed and operational, consisting of a Deputy (D-2), a Special Assistant (P-5), a Programme Assistant (P-3), General Service (Principal level) and three General Service (Other level) staff.

7. In paragraph 24 of its resolution 59/276 (XI), the General Assembly decided to establish a D-2 post of Deputy to the Under-Secretary-General and to review the post in the context of the implementation report to be submitted by the Secretary-General to the Assembly at its sixtieth session. Given the time it took to fill the senior-level posts in the Department of Safety and Security and so as to gain practical experience working within the approved structure, no such review was carried out in the context of the interim report submitted to the General Assembly at its sixtieth session (A/60/424). Eighteen months into the creation of the Department, it is now appropriate to reassess the situation.

8. The magnitude and scope of the operations of the Department of Safety and Security and the geographic spread of its deployment are virtually unique, even among United Nations-system entities. With a total staffing table of 1,830 in 150 locations and a biennial budget of approximately $400 million, the Department works to ensure the security and safety of United Nations staff worldwide. Sound leadership and management, continuity and consistency are indispensable in dealing with the critical issues and in sustaining its operations, which are carried out 24 hours a day, 7 days a week. The Under-Secretary-General needs to rely on a fully empowered deputy with whom to share the full range of responsibilities at the top of the Department's structure, regarding both operational and managerial/administrative matters.

9. The direct involvement of the Under-Secretary-General in operational matters, as recommended by the General Assembly and the Advisory Committee on Administrative and Budgetary Questions in its report A/59/539, para. 38), results in his extensive travel to critical areas around the globe. Therefore, a deputy to the Under-Secretary-General at the Assistant Secretary-General-level to replace the present D-2 Deputy position is crucial for the smooth functioning of the Department to fulfil the myriad complex tasks of a non-operational nature and to provide continuity of operations in the absence of the Under-Secretary-General. An addition, in the absence of the Under-Secretary-General, a deputy at the Assistant Secretary-General-level would enable the Department to participate from a position of parity in the various high-level panels, including the Secretary-General's policy committees and task forces, legislative bodies and with Member States.

10. To enable the Under-Secretary-General to focus on operational exigencies, the Assistant Secretary-General would manage the day-to-day activities of the Department of Safety and Security, with specific responsibility for directing and managing the Executive Office, the Policy, Planning and Coordination Unit, the Compliance, Evaluation and Monitoring Unit and the Field Support Section.

11. The Assistant Secretary-General would liaise closely with the United Nations agencies, funds and programmes on all administrative matters, including cost-sharing arrangements. This entails regular dealings with counterparts in the United Nations agencies, funds and programmes, most of whom are at the Assistant Secretary-General-level.

12. Finally, the Assistant Secretary-General would deputize for the Under-Secretary-General in the latter's absence, undertake missions on behalf of the Under-Secretary-General and represent the Under-Secretary-General at meetings of intergovernmental or inter-agency bodies, as well as at international conferences and other meetings on issues related to staff safety and security. Hence, it is proposed to reclassify the Deputy post from the D-2 level to the Assistant Secretary-General-level, effective January 2007, giving rise to additional requirements of $33,400 under section 33, Safety and security, and $6,800 under section 35, Staff assessment, to be offset by an equivalent amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2006-2007.

Policy, Planning and Coordination Unit

13. Selections for all posts in the Policy, Planning and Coordination Unit have been completed, with three of the six (50 per cent) staff currently on board and the rest in various stages of recruitment. As part of the integration and unification process, it is critical that there be a system in place for producing and organizing policy documents and developing a more structured approach to the management of policy documents across the Department of Safety and Security. Together with the Inter-Agency Security Management Network (IASMN), which approves field security policy on behalf of the United Nations security management system, the Unit has initiated a policy management system which, inter alia, ensures compatibility and consistency of both substance and format in policy documents used by the United Nations security management system; provides a rigorous process for policy development for consideration by IASMN; assesses the likely implications of proposed policies on all aspects of United Nations work and takes into account the practicalities of implementation; and facilitates rapid access to policy and guidance by both managers and officials with security responsibilities and staff at large through the creation of a policy database.

14. As a first step, the *Field Security Handbook* and a number of specialized security directives have been updated and produced in the six official languages and disseminated to officials responsible for security. The Policy, Planning and Coordination Unit is developing standards against which implementation of security measures can be measured; once developed, those standards will provide compliance and evaluation teams with transparent and uniform benchmarks for assessing the level of compliance throughout the United Nations system. The Unit has also initiated a process to make key policy and procedure documents available on the Department website (see para. 25 below).

Compliance, Evaluation and Monitoring Unit

15. The staffing of the Compliance, Evaluation and Monitoring Unit is 75 per cent complete (six of eight posts filled). Recruitment of the remaining two P-3 posts is ongoing. In very close cooperation with the Policy, Planning and Coordination Unit, through which security policy and procedures are set, work is ongoing to fulfil the

mandate of the Compliance, Evaluation and Monitoring Unit to enable the implementation of programmes and mandates in as safe and secure a manner as possible by ensuring a standardized framework for the United Nations security management system. The Compliance, Evaluation and Monitoring Unit plans, develops, coordinates and monitors the standardized implementation of security policies in coordination with IASMN. In addition, the Unit enforces standards and recommends action in the event of non-compliance. To ensure a standardized, transparent and objective evaluation and monitoring process, the Unit has developed a software programme, reporting formats and an electronic database with a central repository for compliance information. As at July 2006, it had commenced its programme of compliance missions to duty stations where complex security management arrangements exist.

B. Division of Regional Operations

16. The responsibilities of the Division of Regional Operations include: (a) coordinating safety and security issues among the organizations of the United Nations system; (b) monitoring the implementation of established security and safety policies; (c) developing security requirements for new missions as well as for special, regular and emergency operations; (d) in coordination with the Compliance, Evaluation and Monitoring Unit, conducting field compliance missions to support the implementation, evaluate the effectiveness and monitor the compliance with security policies, standards and operational procedures; (e) assisting and monitoring the implementation of the minimum operating security standards at all duty stations and security components of peacekeeping operations, humanitarian and other special missions in the field; (f) carrying out situational analyses of the extent of participation of the host country in strengthening United Nations security; (g) updating security and safety guidelines and directives; (h) coordinating with the Department of Peacekeeping Operations, the Department of Political Affairs and the Office for the Coordination of Humanitarian Affairs on the planning, implementation and review of safety and security programmes for peacekeeping, humanitarian and other special missions in the field.

17. The Director of the Division of Regional Operations assumed his functions in March 2006. The status of recruitment in the Division is 65 per cent at Headquarters, with 28 of the 43 posts filled. The Division consists of five regional desks, a threat and risk assessment capacity as well as a Peacekeeping Operations Support Service (see para. 46 below). The Division is fully operational and has been implementing its mandate of undertaking daily security coordination with the field and providing operational guidance to chief security advisers and security advisers; responding to all security incidents; mobilizing staff to the field, as necessary, to support the designated official in emergency situations; maintaining up-to-date information to provide to the Secretary-General and senior officials; and providing assistance in the event of hostage taking. Staff of the Division have travelled extensively to their regions of operation to provide assistance or undertake assessment missions.

18. The work of the Division of Regional Operations includes a small threat and risk assessment capacity established in accordance with paragraphs 33 to 39 of resolution 59/276 (XI). The security risk management model endorsed by IASMN in 2004 remains the primary tool throughout the United Nations system for identifying

emerging threats, determining areas of vulnerability and developing mitigating strategies and measures. It has become an essential element of the integrated security management system. To ensure that the security risk management model supports objective analyses which allow for informed decision-making and mitigating risk, and enabling agencies, funds and programmes to maintain an effective operational presence in the field, the model and procedures are kept under continuous review by the Department of Safety and Security and IASMN. In addition, assessments are compiled in full cooperation with the national authorities of respective host countries, who are kept informed of this process, and Member States, at their request, have been briefed on the methodology used by the Department. Specific procedures on how to weigh the reliability and validity of information from sources other than international organizations and Governments have been introduced in training programmes for security professionals in country offices and other components of the United Nations system.

19. In the field, 174 of the 250 professional posts (or 69.6 per cent) have been filled. Of the 369 local-level posts, 230 or 62.3 per cent have been filled. The security advisers/field security coordination officers are deployed in 146 countries to provide day-to-day technical support to designated officials and security management teams. The selection of the security advisers was carried out on an inter-agency basis with the full participation of representatives of agencies, funds and programmes as well as the Department of Peacekeeping Operations. Recruitment of locally recruited positions in the field is dependent upon the appointment of the security advisers and therefore is still in progress.

C. Field Support Service

20. The responsibilities of the Field Support Service include: (a) developing crisis management response plans, capabilities and procedures; (b) translating security and critical-incident stress training standards into a coherent training programme for all participants in the United Nations security management system; (c) conducting regional workshops and seminars on security and safety issues, including on stress management; (d) developing and updating related training materials, taking into account gender-specific material; and (e) providing counselling services to staff exposed to critical-incident stress, as needed.

21. The Service, supervised by a D-1 level chief of service, consists of the Training and Development Section and the Critical Incident Stress Management Unit. The Service is 53.3 per cent staffed (16 of 30 posts filled), with the remaining vacancies at various stages of the recruitment process.

22. Training remains a high priority for the Department of Safety and Security. The following expanded training initiatives have been successfully implemented by the Training and Development Section: (a) a comprehensive three-week induction training programme with the participation of agencies, funds and programmes for newly appointed chief security advisers; (b) a three-week security certification programme to be successfully completed by all candidate security advisers prior to being issued a contract; and (c) regional two-week refresher training programmes for approximately 120 serving security advisers. To ensure consistency across the United Nations security management system, this programme has also been shared with the Department of Peacekeeping Operations and agencies, funds and

programmes for use in training their security staff. The Department has also continued its support for the training provided by the United Nations Development Group for newly appointed resident coordinators who also serve as designated officials, and providing specialized training, such as hostage incident management. In view of the success of the CD-ROM "Basic Security in the Field", which was mandatory for all staff members of the United Nations system, the Training and Development Section has now developed "Advanced Security in the Field", an interactive learning course available in the six official languages that will be mandatory for all United Nations staff stationed in or travelling to a field location where a security phase is in effect. All of these activities respond to the concerns expressed by the General Assembly in paragraph 11 of its resolution 59/276 (XI), and greatly contribute to enhancing the culture of security awareness throughout the United Nations system. It should be noted that training in cultural diversity has also become an integral part of the security training package.

23. As part of its strategy to develop consistent awareness of the need to consider security as an integral part of all United Nations-system operations and to bring about a shift in organizational culture, a partnership with the United Nations System Staff College in Turin, Italy, has been initiated with a view to mainstreaming security training into the existing curriculum and programme of the College. The security awareness induction training, which has been provided to all staff entering Iraq, will be used as the model for that training.

24. The Critical Incident Stress Management Unit has focused its activities on (a) providing quality counselling and other psychosocial services for affected staff; (b) developing a harmonized United Nations approach to critical incident stress in emergencies, including the potential avian flu pandemic; and (c) promoting inter-agency and inter-service collaboration on critical incident stress. As part of that strategy, staff are now being trained to manage stress. In addition, critical incident stress intervention cells have been created to provide immediate assistance to staff at the country level and regional rapid intervention cells have been created to ensure urgent provision of psychosocial support to United Nations staff and their dependants in emergency situations.

25. In the Secretary-General's report on a strengthened and unified security management system (A/59/365*), the structure of the Field Support Service was also to include an Information System Support Unit. In accordance with resolution 59/276 (XI), those functions were provided by the Information Technology Services Division, which is responsible for the information technology infrastructure at Headquarters. However, information management technology is of critical importance for the Department's day-to-day operations and its services to its clients, as well as for managing emergencies where it is critical for information channels to be reliable. Important improvements have been achieved in that software programmes have been deployed to all security personnel to provide reliable and secure communications and business continuity capability in the field. The integrated security tracking system, which was recommended in the aftermath of the Canal Hotel as a means of knowing who is at the duty station, has become operational in three countries where there is a high volume of United Nations-system travellers (Colombia, the Philippines and Egypt) with further roll-outs planned. In an effort to enhance access to security information, the Department has expanded the access of its Internet website for members of the United Nations security management system.

26. However, much remains to be done. The Department of Safety and Security information management strategy seeks to provide an enabling technological framework which includes a learning management system to provide global on-line training capabilities to all Department staff, partners and clients; customized software applications for operational planning and management of Department field operations; virtual operations centres with integrated geographical information systems; and further enhancing security information management systems for all Department partners and IASMN members to enhance information-sharing and increase the efficiency of decision-making. The provision of the *Field Security Handbook* and other key policy and procedure documents in electronic form, together with a high quality search engine, would permit faster and more accurate responses to questions from the field as well as freeing staff time for other urgent tasks.

27. The need for an in-house information management and communications capacity has become clear with the experience gained in the past 18 months. The Information Technology Services Division fulfils all the Department's information technology needs, but is unable to fully meet the requirements when it comes to information management. Currently, all design and development work is being funded through voluntary contributions, while all other coordination and support is being provided through informal arrangements within the Department, and occasional assistance from the Information Technology Services Division. In order to fully respond to departmental needs, an Information Management and Communications Section is required to coordinate the development and management of complex specialized information systems and provide implementation support as well as help desk service to ensure the sustainability of those critical systems deployed worldwide and to ensure a departmental communications strategy. In the report of the Secretary-General (A/60/846/Add.1), a Secretariat-wide upgrading of information and communication technology systems was proposed. In its resolution 60/283, the General Assembly requested the Secretary-General to provide a review indicating any substantive improvements to the information and communication technology that may be required. The requirements noted in the present report will form part of that review, which is to be submitted during the resumed sixty-first session.

D. Division of Security and Safety Services

28. The responsibilities of the Division of Security and Safety Services include: (a) increasing the level of preparedness for managing crisis and emergency situations; (b) coordinating the standardization of safety and security policies and monitoring their implementation; (c) implementing and complying with headquarters minimum operating security standards; (d) enhancing coordination of security and safety-related efforts with the host-country authorities; (e) enhancing security awareness among delegations and staff; (f) improving emergency response and evacuation time efficiency at United Nations headquarters and regional commissions; (g) increasing the level of professionalism of the security and safety personnel through the provision of specialized training on a continuous basis, which will also maximize the use of officers for multiple specialized security functions; (h) in coordination with the Compliance, Evaluation and Monitoring Unit, conducting compliance missions to support the implementation, evaluate the

effectiveness and monitor the compliance with security policies, standards and operational procedures. Priority is given to enhanced coordination of close protection operations by developing training standards and programmes for United Nations security officers, raising awareness among staff and VIPs on working with a close protection team and by taking stock of all regular and ongoing protection operations.

29. The integration and standardization of the previously independent Security and Safety Services at the offices away from Headquarters and regional commissions have been the main programme of work of the Division since its establishment. The Director of the Division assumed his functions in January 2006; since then he has visited offices away from Headquarters, regional commissions, the International Criminal Tribunal for Rwanda and the International Tribunal for the former Yugoslavia, enhancing communications and engaging host-country authorities. Daily and monthly reporting mechanisms have been established and periodic video conferences have proven to be an effective forum for consultation and discussion of operational priorities and new initiatives. Reporting guidelines have been drafted and circulated, with formal promulgation to follow the issuance of the Secretary-General's bulletin on the Department.

30. In paragraph 25 of its resolution 59/276 (XI), the General Assembly decided to review the post of the head of the Division of Safety and Security Services in the context of the implementation report to be submitted by the Secretary-General to the Assembly. The Director of the Division provides policy direction, operational guidance and overall technical supervision to the Security and Safety Services in New York and at the other headquarters locations and regional commissions. As described in the Secretary-General's interim report (A/60/424), the D-2 level is required to guarantee the highest technical standards of performance across all the United Nations Security and Safety Services. The Director ensures the provision of safety and security programmes that provide for an optimal level of security in order to protect staff, delegates, visiting dignitaries and other visitors to United Nations premises, to prevent damage to United Nations property and to provide safe and secure facilities. In addition, the Director oversees the coordination and provides guidance for the close protection of senior United Nations officials.

31. The Director at the D-2 level is essential to ensure that the United Nations is able to meet the unique security challenges faced at United Nations headquarters locations and regional commissions. The Director possesses the leadership and managerial qualities to provide strategic guidance for the transformation of the Security and Safety Services into an integrated global United Nations security service. This transformation is not expected to be an easy task, in particular since the Security and Safety Services at the headquarters and regional commissions were, in the past, mostly autonomous entities, with no common governance or security doctrine. That resulted in the delivery of services with different standards with respect to operational procedures, staff recruitment, career opportunities and rewards, equipment levels and training standards. While that approach may have been sufficient to address security concerns in the past, today's security environment requires the Director to provide the strategic leadership and guidance to enable the United Nations to truly standardize its security resources in a manner that is flexible and that operates on a common security doctrine across the world, including standardized policies and procedures, standard operating procedures, recruitment and promotion systems, and specialized equipment.

32. As the Professional head of the United Nations uniformed security service personnel, including the chiefs of those services whose level varies from P-4 to D-1, it is essential to maintain the D-2 level in order to provide quality leadership to more than 1,000 security personnel. Given the scope of the responsibilities and the expertise involved in developing and maintaining up-to-date operational and professional development concepts and approaches on a global scale, as well as the importance of maintaining a balance between two Divisions within the Department (the Division of Security and Safety Services and the Division of Regional Operations), there is a continuing need for the D-2 level for this position.

33. In October 2005, the Division conducted an assessment of the security posture at the offices away from Headquarters and regional commissions that resulted in a number of recommendations which are currently being implemented. Those actions relate to the Headquarters Minimum Operating Security Standards (HMOSS) implementation, operational procedures, physical security and safety installations, host-country cooperation and the use of resources.

34. Further progress has been made in the standardization of services and operations, training (see also paras. 22-23 above) and policies. The Division has developed a consistent methodology and standard operating procedures for the assessment and deployment of close protection teams in order to facilitate rapid deployment and improved inter-operability of staff. The Division provides continuing protection to the Independent Investigation Commission in Lebanon and supported close protection operations in Iraq, Lebanon, Thailand, Timor-Leste and the Sudan, among other destinations. In cooperation with the Office of Legal Affairs, the Division commenced the review of existing and the development of new policies and procedures, such as a comprehensive weapons policy, a standby arrangement structure with Member States and use of force policy.

35. To achieve full integration of all services, the Division has been working on the modernization of equipment, staff recruitment and testing procedures, harmonization of rank structures as well as opportunities for mobility and career development. It has catalogued the specialist equipment present at offices away from Headquarters and regional commissions, for example, communication equipment, weapons and protective clothing, within a central database, with a view to maximizing its use and to enable rapid redeployment in response to urgent needs. Full integration of staff and administration, including harmonization of contracts, recruitment and career development, have proven to be more challenging (see para. 49).

36. In its resolution 59/276 (XI), the General Assembly decided to establish 383 new Security Officer posts at the Local, General Service and Security Service levels, of which 249 are established posts and 134 are temporary posts. In addition, by Assembly decision 60/562, eight additional security officer posts were established to provide security support at the new premises of the United Nations High Commissioner for Human Rights. Since the establishment of the Department, all previously outsourced Security and Safety Services contracts were discontinued at the offices away from Headquarters and regional commissions. The deployment of the posts by duty station is shown in the table below.

Table 1
Department of Security Officer posts

Duty station	*(a) Original*	*(b) Approved in 59/276 and decision 60/562*		*(c) = a + b Total posts*	*(d) Vacant posts*
		Established posts	*Temporary posts*		
New York	226	56	32	314	19
United Nations Office at Geneva	80	42	20	142	27
United Nations Office at Vienna	94	37	21	152	8
United Nations Office at Nairobi	69	32	15	116	9
Economic and Social Commission for Asia and the Pacific	54	14	7	75	1
Economic Commission for Latin America and the Caribbean	23	17	9	49	9
Economic Commission for Africa	44	47	23	114	22
Economic and Social Commission for Western Asia	34	12	7	53	4
Total	**624**	**257**	**134**	**1 015**	**99**

37. Currently there are 99 vacant posts, caused by a combination of security officers being on mission assignment and the delays in the recruitment process at some duty stations. From August 2005 to July 2006, on an average monthly basis, 88 security officers from all duty stations were on mission assignments. Such assignments are an essential component of the duties of security officers to rapidly meet security requirements in peacekeeping and other missions. They contribute to further integration of the security services, promote career development of the officers and are highly motivational.

38. A detailed overview of the functions which are being performed by the 391 new positions is shown in the table below. In addition to enhancing the physical security at Headquarters and at the offices away from Headquarters, the establishment of the posts has considerably reduced the overtime requirements. In most of the duty stations, the working shifts have been changed from 12 to 8-hour shifts per day, which, in addition to the reduction of overtime, has allowed for more accuracy in surveillance and control and created greater flexibility and effectiveness in the management and deployment of staff.

Functions/assignment	*United Nations New York*	*United Nations Office at Nairobi*	*United Nations Office at Vienna*	*United Nations Office at Geneva*	*Economic Commission for Africa*	*Economic and Social Commission for Asia and the Pacific*	*Economic and Social Commission for Western Asia*	*Economic Commission for Latin America and the Caribbean*	***Total***
Security planning special operations and quality control	4								**4**
Personal protection	7				6		3	1	**17**
Annex building postings and patrols	9	4		12	20				**45**
Counter-surveillance and emergency response	15								**15**
Security Control Centre	8	5	1	2	5	5	5	4	**35**
Patrols and internal postings within the main compound	29	11	24	35	19	4	1	5	**128**
In-house canine operations	8								**8**
Fire and hazardous material safety	2	2	9		5		1		**19**
Threat assessment and crisis management	4	8		2	4	2	1		**21**
Security and safety training	2		1	3	1	1	1	1	**10**
Pass and Identification Unit		1		2	6	1	1	1	**12**
Pedestrian and vehicle access control		16	23	6	4	8	6	14	**77**
Total	**88**	**47**	**58**	**62**	**70**	**21**	**19**	**26**	**391**

39. While it is the responsibility of host countries to provide external perimeter security for the United Nations Headquarters and facilities at offices away from Headquarters, it is the responsibility of the United Nations to ensure security inside the premises. Meetings, conferences and the high number of visitors to headquarters locations create an increased demand for the United Nations Security and Safety Services. For each event inside United Nations premises, operations related to safety and security such as ID issuance, access control and evacuation instructions, increase the security workload. The table below details some of the activities that were covered by the Security and Safety Services during the first six months of 2006 and demonstrates the continuing need for all posts. Therefore, it is proposed to convert the temporary posts to established posts.

Table 2
Number of significant events, visitors and identity cads issued from January through June 2006

Duty station	*Special events*	*VIP visits*	*Visitors*	*United Nations identity cards issued*
United Nations New York	554	230	646 550	70 828
United Nations Office at Geneva	362	76	89 713	27 152
United Nations Office at Vienna	288	26	72 988	18 947
United Nations Office at Nairobi	191	10	23 844	5 932
Economic Commission for Africa	145	9	20 746	4 695
Economic and Social Commission for Asia and the Pacific	182	9	31 826	1 778
Economic Commission for Latin America and the Caribbean	167	7	7 667	1 103
Economic and Social Commission for Western Asia	157	6	20 212	1 686

E. Executive Office

40. The staffing level of the Executive Office is currently at 82 per cent (14 of 17 posts filled) and all administrative support heretofore provided by the Executive Office of the Department of Management is now provided by the Executive Office of the Department of Safety and Security. In addition to providing administrative and programme support in personnel, financial and general administrative matters at Headquarters, the Executive Office collaborates with chiefs of administration at offices away from Headquarters and regional commissions to ensure appropriate and consistent administrative arrangements for the Security and Safety Services. The Executive Office is also responsible for the selection and career management of security advisers/security coordination officers assigned to field positions. That includes the maintenance of a roster of qualified candidates to fill field positions in about 150 countries. The United Nations Development Programme, through a bilateral agreement with the United Nations, continues to administer and support

those field security officers on behalf of the Department of Safety and Security. Such support includes the daily administration of resources.

III. Security issues

A. Recruitment

41. Of a total of 1,830 posts worldwide, 1,536 or 84 per cent have been filled. Delays in recruitment are a result of the large number of candidates and the intensive screening process required. As indicated in paragraph 42 below, recruiting for posts in the field is taking longer than anticipated owing to the need to achieve gender parity.

Location	*Authorized posts*	*Encumbered*	*Encumbered (percentage)*
Department of Safety and Security Headquarters (including Security and Safety Service)	465	417	90
Security and Safety Services at offices away from Headquarters and regional commissions	746	652	87
Field security operations	619	467	75
Total	**1 830**	**1 536**	**84**

B. Geography and gender

42. The Department of Safety and Security has experienced significant difficulties in identifying and recruiting qualified women security officers. In an effort to achieve greater gender parity, the Department is making efforts to fill the remaining positions with women. To that end, the Under-Secretary-General has written to all Member States requesting their assistance in identifying such women. In addition, contacts have been made with professional associations of women police and military officers in an effort to identify qualified candidates.

43. Mindful of the value and importance of preserving the international character of the Organization, special efforts have been made to achieve as wide a geographical balance as possible without compromising the highest standards of efficiency, competence and integrity. Close to 85 nationalities are now represented in the Department and efforts continue to improve that representation even further.

C. Framework for accountability

44. As requested by the General Assembly in paragraphs 13 and 14 of its resolution 59/276 (XI), the United Nations security management accountability framework, approved by the Assembly in 2002, was extensively reviewed and updated by IASMN at its annual meeting in April 2005. Thereafter, the revised accountability framework was submitted to the High-level Committee on

Management, which discussed the document. Concerns were expressed by several specialized agencies regarding the accountability of executive directors of specialized agencies to the Secretary-General. However, following further negotiations, it was possible for agreement to be reached by all organizations, with the exception of the World Bank. The agreed text is contained in annex I to the present report.

D. Cooperation with the Department of Peacekeeping Operations

45. In paragraph 40 of its resolution 59/276 (XI), the General Assembly requested the Secretary-General to provide information on strengthening the cooperation between the Department of Safety and Security and the Department of Peacekeeping Operations with respect to security decisions that may affect the conduct of peacekeeping operations in the framework of a unified security management system led by the Department of Safety and Security.

46. In order to ensure full coordination at all levels, the Under-Secretaries-General for Safety and Security and Peacekeeping Operations consult on a regular basis in the context of the Department of Safety and Security-Department of Peacekeeping Operations Standing Committee on Security to review security issues that may affect missions directed and supported by the Department of Peacekeeping Operations. As outlined in paragraph 17 above, the Department of Safety and Security Peacekeeping Operations Support Service is now operational. The Department of Safety and Security and the Department of Peacekeeping Operations have organized joint evaluation/assistance visits to most of the missions led by the Department of Peacekeeping Operations in order to assist those missions and support the Security Council in its decision-making. Examples of those visits include security assistance missions to the United Nations Office in Timor-Leste, the United Nations Operation in Burundi, the United Nations Mission for the Referendum in Western Sahara, the United Nations Military Observer Group in India and Pakistan, the United Nations Mission in the Sudan (UNMIS), the United Nations Stabilization Mission in Haiti (MINUSTAH), the United Nations Operation in Côte d'Ivoire, the United Nations Organization Mission in the Democratic Republic of the Congo, the United Nations Assistance Mission in Afghanistan, the United Nations Mission in Liberia and the United Nations Integrated Office in Sierra Leone. Furthermore, the United Nations Peacekeeping Operations Support Service provides technical security advice and coordinates the provision of security assistance from technical experts, for example blast effects experts in support of the United Nations Disengagement Observer Force or physical security in the United Nations Observer Mission in Georgia.

47. In order to standardize United Nations field security equipment and achieve economies of scale, a Joint Technical Specifications Working Group has been established to review field security equipment requirements and carry out research on and recommend technical specifications standards for such equipment for both Departments. The Under-Secretary-General for Safety and Security provides the final approval for such standards. As at July 2006, some 44 security equipment items have been standardized through the Working Group.

48. In those areas where a mission directed and/or supported by the Department of Peacekeeping Operations is deployed, security is an operational function that cuts

across all military, police and civilian activities, ranging from planning to contingency response, and in this way forms an integral part of Security Council mandate implementation. Security synchronization therefore aims at cooperation and integration of the security capacities of the host country and of the mission's military, police and civilian components. The Department of Peacekeeping Operations-led Darfur Planning Team, which established common facilities and integrated security at the initial planning stages, led to significant improvements in the protection of staff. Co-location, as in MINUSTAH and UNMIS, and the ability to instantly integrate information, has enabled both Departments to be proactive in identifying evolving threats which may affect the mission and to avoid delays in decision-making and response. The Department of Peacekeeping Operations has pursued, in full consultation with the Department of Safety and Security and United Nations agencies, funds and programmes, the development of a unified and integrated security management system, with sole responsibility for security management for civilian personnel vested in the designated official. Designated officials and chief security advisers have been appointed in Western Sahara, Haiti, the Democratic Republic of the Congo, Burundi, Syria, Lebanon, Sierra Leone, Afghanistan, Ethiopia/Eritrea, Kosovo (Serbia), Liberia, the Sudan, India/Pakistan, Côte d'Ivoire, Georgia, Israel and Iraq. All non-military security elements have now been included in the accountability framework (see para. 44 above). Finally, as part of crisis management, the two Departments have developed close working relationships, as recently demonstrated through the establishment and operation of a joint Crisis Operations Group and Crisis Coordination Centre that provided crisis coordination to address the United Nations staff relocations as a consequence of the Lebanon crisis. The Crisis Coordination Centre comprised staff from both Departments as well as other departments, offices, agencies, funds and programmes, and served as a focus for coordination of the efforts of the United Nations Interim Force in Lebanon, the United Nations Truce Supervision Organization, the United Nations Peacekeeping Force in Cyprus, the Economic and Social Commission for Western Asia, the International Independent Investigation Commission, specialized agencies, funds and programmes.

49. As is the case with the Division of Security and Safety Services, while significant progress has been made with regard to operational and policy integration, financial, personnel and administrative integration remains a significant challenge. Different conditions of service of security officers in the field, dependent upon their source of appointment, have become a contentious issue that affects security staff morale and has the potential to degrade the integrated security management system. It is anticipated that these differences for Professional staff will be addressed by the proposals for human resources management reform which provide for the appointment of United Nations staff under one series of the Staff Rules and the harmonization of conditions of service in the field for United Nations Secretariat staff with those of the funds and programmes, in order to ensure greater equity of treatment for all staff (see A/61/255, sections VI and VII).

E. Crisis management

50. The Department of Safety and Security has established an operational concept for establishing a Crisis Coordination Centre within the Department. As noted in paragraph 48 above, the Centre greatly advanced the crisis management approach

and established a firm foundation for further progress. In addition, field security officers (and alternates) are maintained on a rotating standby roster, ready to be deployed anywhere in the world on 24 to 48 hours' notice. Selected security advisers and field security officers have received specialized training to help them support all United Nations Disaster Assessment and Coordination teams deployed to an emergency area. Recognizing the need for expanded crisis management cooperation with the international community, the Department has identified opportunities to rehearse response plans to enhance inter-operability and collaboration. In this regard, the Department jointly sponsored and chaired the "Bright Horizons" exercise with Interpol and the Office of the Coordinator for Humanitarian Affairs in 2005 and 2006. Lessons learned have been integrated in all Department training programmes.

51. Overall, the Department of Safety and Security has enhanced significantly its capacity to provide security support in multipartner international emergency operations and has a crisis management structure in place to handle a crisis of limited scope, duration and complexity. It is clear, however, that any major crisis confronting the Organization will involve a great number of departments, agencies, funds and programmes within the United Nations system. The Department is planning to gradually assume a leading role in crisis response and crisis management for the United Nations system. Accordingly, it has proposed that the Organization develop a coordinated system-wide emergency response capacity that would meet the challenges of the present security environment. The intention is to develop and refine concepts and plans, some of which already exist within the system, in a manner which would ultimately lead to the creation of a cooperative crisis management network or partnership that would serve the Organization as a whole. In this regard, it is foreseen that to improve the capacity of the United Nations to initiate a rapid and coordinated response to any emergency, it will require the establishment of an authoritative decision-making process; an effective and integrated communications strategy based on a fully manned and operational United Nations Crisis Operations Centre; and the development of common standards and shared procedures. Developing such a comprehensive response network will take considerable staff effort and resources. In this respect, the Department of Safety and Security will need to: (a) enhance the Department's existing 24 hours a day, 7 days a week communications centre capabilities and resources to better facilitate crisis management and continuity of operations; (b) develop and implement global communications capabilities with the field to include secure communications (e.g. Groove and other encrypted devices), where needed, as well as an information reporting protocol; and (c) develop and implement departmental plans for continuity of operations, including maintaining key information and communications technologies during an emergency or crisis event. In the interim, a small team will be formed using existing resources. Following review of the operations of this small team, ongoing requirements related to crisis management would be considered in the context of the proposed programme budget for the biennium 2008-2009.

F. Cost-sharing arrangements

52. The current cost-sharing arrangements were approved by the General Assembly in its resolution 56/255, under the terms of which the United Nations field security management system would assume collective responsibility for the safety

and security of its staff. Field-related costs, which are incurred either in the field or at headquarters locations through the provision of operational support, are to be shared based on the number of staff of participating organizations. Central costs related to the management and direction of the United Nations field security management system are borne by the United Nations. The Inter-agency Security Management Network, at its meeting held in Vienna in May 2006, discussed the cost-sharing arrangements. The Network recalled the basis upon which the cost-sharing arrangements were agreed in 2001, for example, field-related costs would be apportioned among participating organizations.

53. As indicated in the report of the Secretary-General (A/59/365, paras. 61-62), experience has shown practical problems and difficulties in implementing the cost-sharing arrangements. Among other problems, a number of organizations have experienced difficulty in forecasting and budgeting accurately for their cost-shared portion of the budget of the Department of Safety and Security. One organization (the World Bank) has stated that it disagrees with the cost-sharing formula and has withheld its contribution of $11 million. All other agencies, funds and programmes have stated that they have no additional funds to absorb the potential shortfalls. As a result, the Department could face a significant shortfall in its funding, which would have a fundamental impact on its ability to operate in the areas of regional field operation coordination and field support.

IV. Conclusions and recommendations

54. **The preceding overview of the activities of the Department of Safety and Security over the last 18 months points to significant achievements as well as major remaining challenges. While building on the former, the latter must be addressed through systematic action in several areas. The support of Member States and the cooperation of the entire United Nations system are crucial in achieving this. In particular, the United Nations security management system would benefit from even closer cooperation with host countries. A coordinated approach to issues of staff security and consistency on the part of Member States is also needed with regard to their representation in the different intergovernmental forums.**

55. **For its part, the Department of Safety and Security, in addition to improving its staffing levels, training, executive direction and management, coordination and responsiveness to ongoing emergencies, will also strive to achieve the long-term goals of: making security considerations an integral part of the United Nations-system planning and budget processes from the very start, at Headquarters and in the field; improving understanding and cooperation with host-country authorities; and improving interaction and integration with the security elements of agencies, funds and programmes in order to ensure the best utilization of human and material resources in a coherent way for the system as a whole. The continued support of the General Assembly, through a strong resolution and follow-up collectively and individually by its Members, is a sine qua non for achieving those goals.**

56. **The General Assembly may wish:**

(a) **To approve the reclassification of the existing D-2 Deputy to the Under-Secretary-General post to the Assistant Secretary-General-level and to**

authorize the Secretary-General to report the related costs of $33,400 under section 33, Safety and security, and $6,800 under section 35, Staff assessment, to be offset by an equivalent amount under income section 1, Income from staff assessment, in the context of the second budget performance report for the biennium 2006-2007;

(b) To also approve the maintenance and continuation of the D-2 position of Director, Headquarters Security and Safety Service;

(c) To authorize the conversion of the 134 temporary posts to established posts in the Security and Safety Services;

(d) To endorse the establishment of a United Nations crisis management capability and to revert to the ongoing requirements in the context of the proposed programme budget for the biennium 2008-2009.

Annex I

Inter-organizational security measures: framework for accountability for the United Nations security management system

I. Introduction

1. The primary responsibility for the security and protection of personnel employed by the United Nations-system organizations, their spouse and other recognized dependants and property and of the organizations' property rests with the host Government. This responsibility flows from every Government's normal and inherent function of maintaining order and protecting persons and property within its jurisdiction. In the case of international organizations and their officials, the Government is considered to have a special responsibility under the Charter of the United Nations or the Government's agreements with the individual organizations.

II. Mission statement of the United Nations security management system

2. The goal of the United Nations security management system is to enable the effective and efficient conduct of United Nations activities while ensuring the security, safety and well-being of staff as a high priority.

III. Actors within the United Nations security management system

A. Secretary-General

3. Under Article 97 of the Charter of the United Nations, the Secretary-General is the chief administrative officer of the Organization; the mandates promulgated by the principal organs are entrusted to him for their implementation under Article 98. The Secretary-General is thus accountable to the Member States for the proper running and administration of the Organization and implementation of its programmes to include, in the context of this framework, ensuring the overall safety and security of United Nations personnel at headquarters locations and in the field, as well as United Nations premises and assets at headquarters and field locations. The Secretary-General can delegate authority to the various Under-Secretaries-General who are in turn, individually or collectively, accountable to him, as appropriate.

B. Under-Secretary-General for Safety and Security

4. The Under-Secretary-General for Safety and Security is directly accountable and reports to the Secretary-General. He/she is responsible for the executive direction and control of the United Nations security management system and the overall safety and security of United Nations civilian personnel and their recognized

dependants at both headquarters locations and in the field, as well as United Nations premises and assets at field and headquarters locations. He/she represents the Secretary-General on all security-related matters. He/she is responsible for developing security policies, practices and procedures for United Nations-system personnel worldwide, and coordinating with the organizations of the United Nations system to ensure implementation, compliance and support for security aspects of their activities; preparing reports of the Secretary-General on all security-related matters; and advising the Secretary-General on all matters related to security and safety of civilian personnel of the United Nations system.

C. Executive heads of United Nations-system organizations[1]

5. Executive heads of the United Nations funds and programmes are responsible and accountable to the Secretary-General for ensuring that the goal of the United Nations security management system is met within their respective organizations. Without prejudice to their accountability to their own governing and legislative bodies, executive heads of the United Nations specialized agencies and of other organizations participating in the United Nations security management system recognize the coordinating role and authority of the Secretary-General in matters related to safety and security of United Nations personnel and commit themselves to ensuring that the goal of the United Nations security management system is met.

D. Senior security managers and/or headquarters security focal points

6. The executive heads will appoint a senior security manager and/or headquarters security focal point to be responsible for coordinating the organization's day-to-day response to safety and security and providing all the relevant actors with advice, guidance and technical assistance.

E. Designated officials

7. In each country or designated area where the United Nations is present, the most senior official is normally appointed as the designated official for security. The designated official is accountable to the Secretary-General, through the Under-Secretary-General for Safety and Security, for the security of personnel employed by the organizations of the United Nations system and their recognized dependants throughout the country or designated area. The designated official is responsible and accountable for ensuring that the goal of the United Nations security management system is met at the duty station.

[1] The term "organizations" includes: the major organizational units of the Secretariat that have heads officially accountable to the Secretary-General; other bodies subsidiary or related to the United Nations, such as the United Nations funds, agencies and programmes; and organizations participating in the United Nations security management system.

F. Representatives of organizations participating in the United Nations security management system

8. Representatives of organizations (the "country representative", "agency head" or "head of mission") of the United Nations system participating in the United Nations security management system are accountable to the Secretary-General through their respective executive heads, under the overall guidance of the Under-Secretary-General for Safety and Security, for all matters related to the security of their personnel at the duty station.

G. Security management team

9. The security management team shall normally consist of the designated official, who acts as chair, the head of each United Nations organization present at the duty station and the chief security adviser. The security management team advises the designated official on all security-related matters. In peacekeeping missions, where the head of mission serves as the designated official, the security management team may also include heads of offices or sections, as specified by the designated official. members of the security management team have a collective responsibility to support the designated official in the discharge of his/her mandate related to the safety and security of all personnel employed by the organizations of the United Nations system and their recognized dependants.

H. Area security coordinators

10. Area security coordinators are staff members appointed in writing by the designated official, in consultation with the security management team, in areas of larger countries that are separated from the capital in terms of both distance and exposure, in order to coordinate and control security arrangements applicable to all personnel employed by organizations of the United Nations system and their recognized dependants in their area of responsibility. Area security coordinators are accountable to the designated official for their security-related responsibilities, in accordance with their respective letters of appointment.

I. Chief security adviser/security adviser

11. The chief security adviser/security adviser is a security professional appointed by the Under-Secretary-General for Safety and Security to advise the designated official and the security management team in their security functions. The chief security adviser/security adviser reports to the designated official and maintains a technical line of communication to the Department of Safety and Security. In the absence of a chief security adviser/security adviser, the designated official, in consultation with the Department of Safety and Security, should appoint a country security focal point for the security management team.

J. Country security focal point (if applicable)

12. In the absence of a chief security adviser/security adviser, the designated official, in consultation with the Department of Safety and Security and the staff member's employing organization, will appoint an international staff member to act as country security focal point for the security management team. Country security focal points are accountable to the designated official for the security-related responsibilities, in accordance with their respective letters of appointment.

K. Other security personnel of the Department of Safety and Security

13. Security personnel of the Department of Safety and Security are responsible for assisting the chief security adviser and the designated official, and are accountable to their respective heads of office.

L. Single-agency security officers

14. Single-agency security officers are security professionals hired by organizations of the United Nations security management system to advise their respective organizations and to be responsible for the security aspects of activities that are specific to their organizations. Single-agency security officers report to their agency's head of office, while at the same time supporting the designated official under the coordination of the chief security adviser.

15. When required to act as the chief security adviser ad interim for a specified period, in the absence of the chief security adviser for a given duty station, this will be confirmed in writing by the designated official and include the terms of reference of the chief security adviser for accountability purposes.

M. Wardens

16. Wardens are appointed in writing by the designated official, in consultation with the security management team, to ensure proper implementation of the security plan in a predetermined zone of a large city. Wardens are accountable to the designated official/area security coordinator for their security-related functions, irrespective of their employing organization.

N. Personnel employed by organizations of the United Nations system

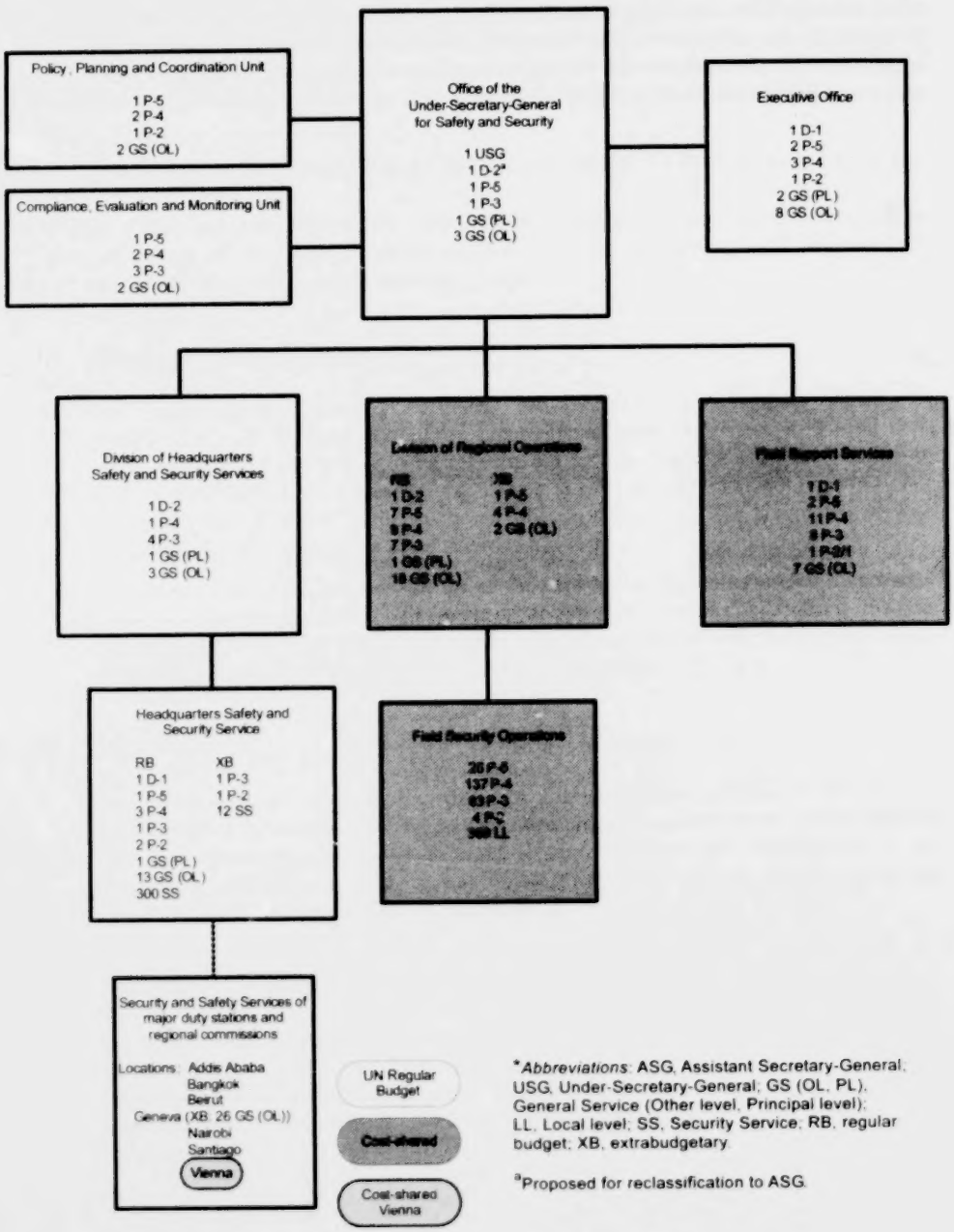
17. Personnel employed by organizations of the United Nations system are accountable to their respective organizations. All such personnel have the responsibility to abide by security policies, guidelines, directives, plans and procedures of the United Nations security management system and their organizations.

IV. Conclusion

18. This framework for accountability provides clear guidance as to how to enable "the effective and efficient conduct of United Nations activities, while ensuring the safety, security and well-being of staff as a high priority". This goal may be attained by ensuring that all actors of the United Nations security management system are empowered by providing them with the necessary resources, training and a clear understanding of their roles and responsibilities.

Annex II

Organization chart: Department of Safety and Security*



**Abbreviations*: ASG, Assistant Secretary-General; USG, Under-Secretary-General; GS (OL, PL), General Service (Other level, Principal level); LL, Local level; SS, Security Service; RB, regular budget; XB, extrabudgetary.

[a]Proposed for reclassification to ASG.